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Department of Planning & Zoning**

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STAFF REPORT 2005-2006 AREA PLANS REVIEW

SUPERVISOR DISTRICT(S): Mason

APR ITEM(S): 05-I-13B

NOMINATOR(S): Martin D. Walsh, for Second Clemente LLC

ACREAGE: 2.17 Acres

TAX MAP I.D. NUMBERS: 62-3((6))6-9,10A,11A,12,13A,14A

GENERAL LOCATION: South of S. Greenbrier Street and the Arlington County Boundary,
East of S. Fourteenth St

PLANNING AREA(S): I

District(s): Baileys

Sector: COMMERCE PARK (B3)

Special Area(s): N/A

ADOPTED PLAN MAP: 2-3 DU/AC

ADOPTED PLAN TEXT: No site specific Plan text. General text – infill development should be of a compatible use, type and intensity.

For complete Plan text see <http://www.fairfaxcounty.gov/dpz/comprehensiveplan/planareas.htm>

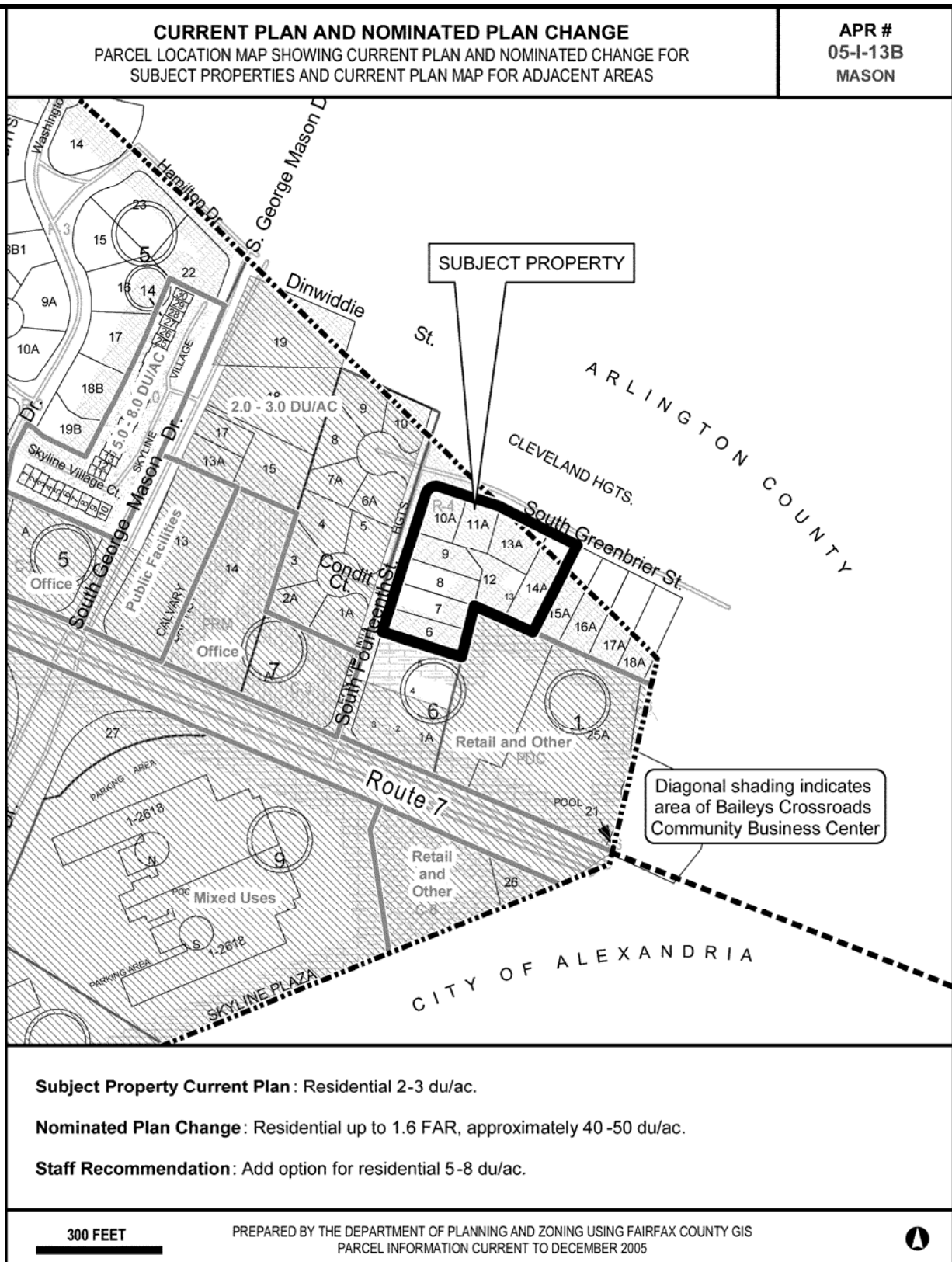
PROPOSED PLAN AMENDMENT: Residential up to 1.6 FAR, approximately 40-50 du/ac.

SUMMARY OF STAFF RECOMMENDATION:

_____ **Approve Nomination as Submitted**

___X___ **Approve Staff Alternative**

_____ **Retain Adopted Plan**



CONTEXT

General Location:

The subject property is located south of South Greenbrier Street and the Arlington County boundary, and east of South Fourteenth Street (see Attachment II).

Planned and Existing Land Use and Zoning:

Subject Property: The property is developed and planned for residential use at 2-3 du/ac and zoned R-3 and R-4.

Adjacent Area:

North and East: The area north and east of the subject property, is located in Arlington County, is planned and developed for low density residential use and is zoned for a minimum lot area, per dwelling unit, of six thousand square feet. This neighborhood is in the Claremont Neighborhood Conservation Plan area, which has the goal of protecting the existing single-family character of the Claremont neighborhood.

West: The area to the west is located in the Baileys Crossroads Community Business Center (CBC) and was recently approved for multi-family housing at 46 du/ac (1.45 FAR).

South: The area to the south is planned and developed for hotel at the current intensity which is .55 FAR.

PLANNING HISTORY

No changes were proposed for this area since in the APR process or as a Plan Amendment since 1997.

ADOPTED COMPREHENSIVE PLAN TEXT

Fairfax County Comprehensive Plan, Area I, 2003 Edition, Baileys Planning District, as amended through 7-25-2005, Commerce Park Community Planning Sector, Recommendations, Land Use, page 74:

“The Commerce Park Planning Sector outside the Baileys Crossroads Community Business Center is largely developed as residential neighborhoods. Infill development in these neighborhoods should be of a compatible use, type and intensity and in accordance with the guidance provided by the Policy Plan in Land Use Objectives 8 and 14.”

Fairfax County Comprehensive Plan, Area I, 2003 Edition, Baileys Planning District, as amended through 7-25-2005, Commerce Park Community Planning Sector, Transportation Recommendations, Figure 28, page 78: Indicates that access should be provided through the nomination area for the hotels to the west, to South Fourteenth Street (see Attachment II).

The Comprehensive Plan map shows this area is planned for residential use at 2-3 du/ac

NOMINATED PLAN AMENDMENT

The nomination proposes to increase the residential use at 2-3 du/ac to high density residential use up to 1.6 FAR or approximately 40-50 du/ac. At the APR Task Force meeting on January 28, 2006, the nominator presented a development concept of stacked townhouses at a density of 24 du/ac. The following table compares the current Plan's development potential with the development potential of the nominators proposed increase in intensity.

Acres	Current Plan & Existing Use	Scenario from Task Force Mtg 24 du/ac	Proposed Plan minimum 40 du/ac	Proposed Plan maximum 50 du/ac
2.17	7 single family detached	52 stacked townhouses	86 multifamily units	108 multifamily units

ANALYSIS

This property is located in a Suburban Neighborhood, adjacent to the Baileys Crossroads CBC. The proposed increased residential density of 40-50 is substantially more than what the Comprehensive Plan envisions in Suburban Neighborhoods. This increase raises issues of land use compatibility and appropriate transitions. Impacts to public facilities were also evaluated such as transportation, schools, parks and sanitary sewer.

Land Use Compatibility: The nomination is considered a Neighborhood Consolidation, which is addressed by Policy Plan guidance for Neighborhood Redevelopment (See Attachment I for full text of Neighborhood Redevelopment guidelines.) Guideline #7 states:

Fairfax County Comprehensive Plan, Policy Plan Volume, 2003 Edition, as amended through 11-15-2004, Land Use Appendix, Guideline #7, pages 22-23:

“The proposal must demonstrate that the scale and intensity of development, anticipated with the replanning, is compatible with adjacent land uses and/or

neighborhoods and that it will not create an adverse, long-term land use precedent for change on nearby properties.”

The proposed high density, multi-family use at 40-50 du/ac is not compatible in terms of scale, mass and intensity, with the single family detached residential use located to the north and east. The proposed density would exacerbate pressure to increase density in adjacent areas of the Claremont Neighborhood. In addition, the proposed maximum intensity of 1.6 FAR also exceeds the approved intensity for multifamily development to the west, which is located in the Baileys Crossroads CBC. The multifamily housing to the west, was approved for 1.45 FAR, but includes conditions to locate lower building heights and smaller building mass along South Fourteenth Street in order to improve the transition to the subject property and the Claremont Neighborhood. The nominations proposed increase in intensity does not continue the transition from the Baileys Crossroads CBC to the Claremont Neighborhood that is articulated in the Plan.

At the APR Task Force meeting, the nominator presented a development concept that shows residential development at a density of 24 du/ac. This concept is also of a significantly higher density than the single family detached neighborhood to the north and adjacent to the east which is zoned for a minimum lot area of six thousand square feet and developed at about 4-5 du/ac.

Neither the nomination’s proposed density of 40-50 du/ac, nor the concept at 24 du/ac, provides a good transition from the recently approved high density residential development west of South Fourteenth Street to the Claremont Neighborhood.

Transportation: The transportation network in and around the Baileys CBC is currently heavily traveled. An analysis of the 2030 traffic forecast, which assumes future development consistent with the current Plan, indicated significant congestion in the Bailey’s area. Severe congestion is forecast on the area’s arterial roads (i.e., Leesburg Pike and Columbia Pike.) Current Comprehensive Plan transportation recommendations indicate that access should be provided from the hotels to the south through the subject property to South Fourteenth Street. The current Plan recommendation, to add direct access to commercial traffic to South Fourteenth Street, may not be appropriate and is not consistent with the current Plan’s residential use designation. This Plan guidance can be found in Attachment II.

Schools: There are no current or projected capacity deficits for the schools in the affected attendance area. It is noted that the replacement building for Glasgow Middle School is scheduled for completion in the 2009-2010 school year. Due to decreasing enrollments, the capacity for the replacement building is being reduced to 1,250 students. The proposed nomination could result in up to a total of 11 additional students, 8 more than the existing student yield for the current 7 homes. The following table illustrates projected school capacity and the potential number of students generated by the proposed Plan amendment. Staff has not evaluated the cumulative impacts of all of the APR nominations in this area.

School Pyramid	Capacity 9/30/05	2006-2007		2010-2011		Nomination Maximum Student Yield
		Membership	Membership/ Capacity Difference	Membership	Membership/Capacity Difference*	
Stuart HS	1,650	1,508	142	1,591	59	3
Glasgow MS	1,630/1,250	1,124	506	1,006	244	1
Glen Forest ES	923	770	153	785	138	7

*Note: Surplus or deficiency in capacity projected for 2010-2011 does not include students resulting from proposed APR nominations.

Parks: The proposed nomination would result in an increase in population of 140 to 288 new residents, which would increase the need for park and park facilities in the Baileys District, which has a deficiency in recreational facilities. Opportunities to mitigate these impacts include adding improvements to existing parks in the Baileys Planning District or provision of on-site recreational amenities.

Sanitary Sewer: The subject property receives its sanitary sewer service from Arlington County. Arlington County has expressed concern that the proposed development level of this and other proposed changes in the Baileys Crossroads area, may exceed the sanitary sewer capacity allocated to Fairfax County under its current agreement with Arlington County. Any necessary improvements to the sanitary sewer service, resulting from increased development potential, will need cooperation between Arlington County and Fairfax County. Staff has not evaluated the cumulative impacts of all the APR nominations on this area's sanitary sewer service capacity.

RECOMMENDATION

Staff recommends an alternative to provide an option for townhouse development at 5-8 du/ac which is of a scale and intensity that could be designed in a manner compatible with the adjacent neighborhood. In addition, the staff recommendation deletes the access condition through the subject property, that is found in the Transportation Recommendations, Figure 28.

ADD: Fairfax County Comprehensive Plan, Area I, 2003 Edition, Baileys Planning District, as amended through 7-25-2005, Commerce Park Community Planning Sector, Recommendations, Land Use, page 74:

- “3. The single family houses on the southeast corner of South Fourteenth Street and South Greenbrier Street, parcels 62-3((6))6-9, 10A, 11A, 12, 13A, and 14A are planned for residential use at 2-3 du/ac. As an option, this area may be appropriate for residential use at 5-8 du/ac to provide a transition from the multifamily housing on the west side of South Fourteenth Street and the single family neighborhood to the east. Under this option, proposed development should be in accordance with infill compatibility guidance provided by the Policy Plan in Land Use Objectives 8 and 14 and meet the

following:

- Full consolidation of parcels 62-3((6))6-9,10A,11A,12,13A, and 14A should occur;
- Maximum building heights should not exceed 3 stories or an average of 37 feet (with no portion of the building to exceed 40 feet in height) with the third story incorporated in the roof with dormer windows;
- Development along South Fourteenth should have the character and appearance of residential fronts; an aspect of this design approach is to provide access to individual units from the street frontage.
- Development along South Greenbrier Street should have the character and appearance of single family detached housing next to the existing single family detached neighborhood.

MODIFY: Fairfax County Comprehensive Plan, Area I, 2003 Edition, Baileys Planning District, as amended through 7-25-2005, Commerce Park Community Planning Sector, Recommendations, Land Use Recommendation, General Locator Map, Figure 26

Modify Figure 26 to show location of new recommendation #3.

MODIFY: Fairfax County Comprehensive Plan, Area I, 2003 Edition, Baileys Planning District, as amended through 7-25-2005, Commerce Park Community Planning Sector, Transportation Recommendations, Figure 28, page 78: Remove shading and recommendation that states "Provide access to this property from South 14th Street at the time that parcels to the west are developed."

NOTE: The Comprehensive Plan Map would not change.

ATTACHMENT I

Fairfax County Comprehensive Plan, Policy Plan Volume, 2003 Edition, as amended through 11-15-2004, Land Use Appendix, pages 22-23:

“APPENDIX 8

GUIDELINES FOR NEIGHBORHOOD REDEVELOPMENT

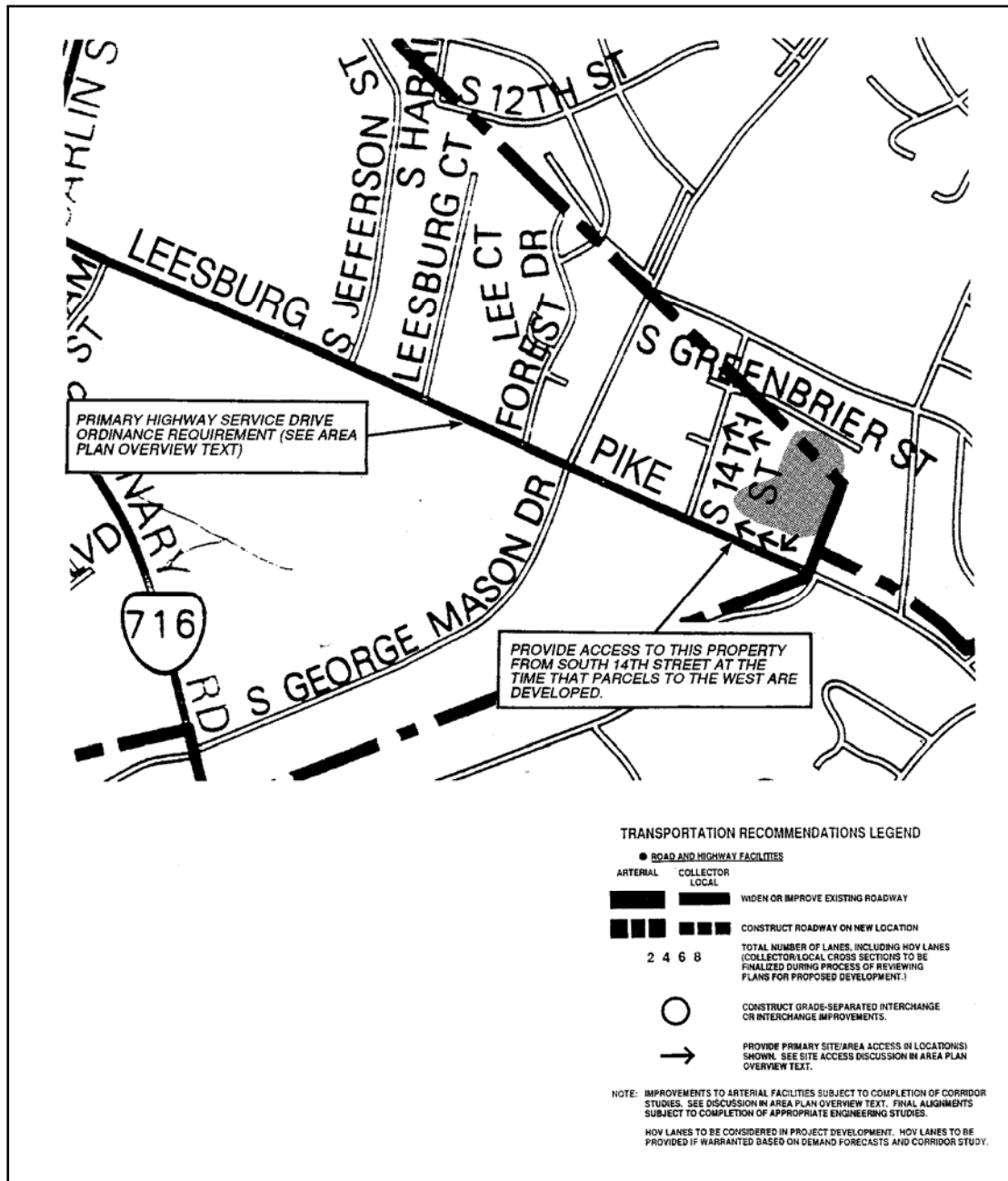
It is a policy of the Board of Supervisors of Fairfax County that the County's stable residential neighborhoods are the cornerstone of community structure. As such, every effort should be made to ensure that these neighborhoods are protected from the negative aspects of growth and development. However, it is recognized by the Board of Supervisors that, from time to time, circumstances may exist that result in portions of neighborhoods becoming no longer viable as a residential community. Under such circumstances, the Board of Supervisors may consider proposals to amend the Comprehensive Plan and/or to rezone in conformance to the Comprehensive Plan to allow for the consolidation and redevelopment of such neighborhoods if the following criteria are met:

1. Neighborhood consolidations requiring Comprehensive Plan amendments should only be considered during a comprehensive planning process which will occur at least once in a five year period.
2. The neighborhood wishing to pursue consolidation must submit to the Planning Commission a proposal which includes a petition bearing the signatures of 75 percent or more of the owners and must at a minimum account for 75 percent of the land area being proposed for replanning.
3. Proposals for redevelopment of residential neighborhoods for residential uses must make provision, on-site, for affordable dwelling units or a contribution to the Fairfax County Housing Trust Fund at least equal to the replacement value of affordable units displaced in addition to meeting the provisions of the County's Affordable Dwelling Unit Ordinance or Planning Criteria.
4. Proposals for redevelopment of residential neighborhoods for commercial/industrial uses must provide affordable dwelling units or a contribution to the Fairfax County Housing Trust Fund equal, at a minimum, to the replacement value of affordable units displaced. In addition, any provisions of a duly adopted program linking employment and affordable housing must be satisfied.
5. Proposals must provide a traffic impact analysis, consistent with standard County traffic analysis procedures, which demonstrates that the proposal with appropriate mitigative measures will not result in an adverse traffic impact.
6. The proposal must demonstrate that it will not adversely impact other County public facilities, including sewer, water, schools, parks, and fire service or that these impacts can be mitigated.

7. The proposal must demonstrate that the scale and intensity of development, anticipated with the replanning, is compatible with adjacent land uses and/or neighborhoods and that it will not create an adverse, long-term land use precedent for change on nearby properties.
8. The proposal must demonstrate that it furthers relevant County goals and objectives as set forth in the Comprehensive Plan.
9. The proposal must demonstrate that it will not create an adverse, long-term impact on the environment.
10. The proposal should provide stormwater management and water quality controls and/or practices to achieve overall water quality improvement where such efforts are feasible."

ATTACHMENT II

Fairfax County Comprehensive Plan, Area I, 2003 Edition, Baileys Planning District, as amended through 7-25-2005, Commerce Park Community Planning Sector, Transportation Recommendations, Figure 28, page 78:



ACCESS RECOMMENDATIONS
B3 COMMERCE PARK COMMUNITY PLANNING SECTOR

FIGURE 28